



## STATE OF WISCONSIN Division of Hearings and Appeals

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In the Matter of

Office of the Inspector General, Petitioner

vs.

██████████ Respondent

DECISION

Case #: FOF - 174910

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Pursuant to petition filed June 10, 2016, under Wis. Admin. Code §HA 3.03, and 7 C.F.R. § 273.16, to review a decision by the Office of the Inspector General to disqualify ██████████ from receiving FoodShare benefits (FS) one year, a hearing was held on Tuesday, July 26, 2016 at 08:45 AM at , Wisconsin.

The issue for determination is whether the respondent committed an Intentional Program Violation (IPV).

There appeared at that time the following persons:

**PARTIES IN INTEREST:**

Petitioner:

Office of the Inspector General  
Department of Health Services - OIG  
PO Box 309  
Madison, WI 53701

Respondent:

██████████  
██████████  
██████████

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**ADMINISTRATIVE LAW JUDGE:**

Debra Bursinger  
Division of Hearings and Appeals

### **FINDINGS OF FACT**

1. The respondent (CARES # ██████████) is a resident of Dane County who received FS benefits in Dane County from March 1, 2011 through March 1, 2015.
2. On or about February 7, 2012, the respondent submitted an application for FS benefits. She reported an address on ██████████ Madison. She reported a household size of two including herself and her son.

3. On March 28, 2012, the agency issued a Notice of Decision to the respondent informing her that she would receive FS benefits of \$367/month for herself and her son effective May 1, 2012. The notice informed her of the requirement to report to the agency within 10 days if anyone moved in or out of her home.
4. On or about January 11, 2013, the respondent reported to the agency that she married [REDACTED] on December 23, 2012.
5. On or about February 6, 2013, the respondent completed a FS renewal. She reported no change in address. She reported a household composition of three including herself, her son and her husband [REDACTED]. She reported unearned income for the household and no earned income.
6. On February 7, 2013, the agency issued a Notice of Decision to the respondent informing her that she would receive FS benefits of \$526/month effective March 1, 2013 for herself, her son and her husband.
7. On April 2, 2013, the respondent contacted the agency to report that [REDACTED] had moved out of the house. [REDACTED] was removed from the respondent's household and case.
8. On July 31, 2013, the respondent submitted a Six Month Report Form to the agency. She reported no change in address. She reported herself and her son in the household. She reported no earned income.
9. On September 9, 2013, the agency issued a Notice of Decision to the respondent that her FS benefits would end on October 1, 2013 due to household income exceeding the program limit. The notice informed her that this was based on unearned income of \$722.78/month from SSI for herself and \$4,334.50/month from SSI for her son.
10. On September 18, 2013, the agency issued a Notice of Decision to the respondent that she would receive FS benefits of \$93/month effective October 1, 2013 for herself and her son. The notice informed her that this was based on unearned income of \$722.78/month from SSI for herself and \$793.78/month from SSI for her son. The notice also informed her of the requirement to report to the agency within 10 days if anyone moved in or out of the home.
11. On or about January 27, 2014, the respondent completed a FS renewal. Respondent reported a household size of one. She reported no earned income.
12. On January 28, 2014, the agency issued a Notice of Decision to the respondent informing her that she would receive FS benefits of \$189/month effective March 1, 2014 for herself. The notice also informed her of the requirement to report to the agency within 10 days if anyone moved in or out of her home.
13. On August 6, 2014, a Summons and Complaint was served on [REDACTED] by delivering and leaving a copy of those documents with the respondent at her address on [REDACTED] Madison. A Judgment was entered in [REDACTED] against [REDACTED] with his address reported on [REDACTED] Madison.
14. On September 25, 2014, the agency received an employment verification regarding [REDACTED] from [REDACTED] reporting that [REDACTED] was employed there from March 17, 2014 – May 10, 2014. [REDACTED] reported his address on [REDACTED] Madison.
15. On September 26, 2014, the agency received an employment verification regarding [REDACTED] from [REDACTED] reporting that [REDACTED] was employed there from December 11, 2003 – July 28, 2006 and from August 21, 2012 – April 19, 2013. [REDACTED] reported his address on [REDACTED] Madison.
16. On October 3, 2014, the agency received an employment verification regarding [REDACTED] from [REDACTED] reporting that [REDACTED] was employed there from June 13, 2005 – present. [REDACTED] reported his address on [REDACTED] Madison.
17. On October 14, 2014, the agency received a phone call from [REDACTED] reporting that he has been living in the respondent's home since 2011 and currently lives there.
18. On November 18, 2014, the respondent reported she and [REDACTED] are separated and he is not in her home.
19. On June 23, 2016, the petitioner prepared an Administrative Disqualification Hearing Notice alleging that respondent failed to report accurate household income and composition.
20. The respondent failed to appear for the scheduled July 26, 2016 Intentional Program Violation (IPV) hearing and did not provide any good cause for said failure to appear.

## DISCUSSION

An intentional program violation of the FoodShare program occurs when a recipient intentionally does the following:

1. makes a false or misleading statement, or misrepresents, conceals or withholds facts; or
2. commits any act that constitutes a violation of the Food Stamp Act, the Food Stamp Program Regulations, or any Wisconsin statute for the purpose of using, presenting, transferring, acquiring, receiving, possessing or trafficking of FoodShare benefits or QUEST cards.

*FoodShare Wisconsin Handbook*, § 3.14.1; *see also* 7 C.F.R. § 273.16(c) and Wis. Stat. §§ 946.92(2).

An intentional program violation can be proven by a court order, a diversion agreement entered into with the local district attorney, a waiver of a right to a hearing, or an administrative disqualification hearing, *FoodShare Wisconsin Handbook*, § 3.14.1. The petitioner can disqualify only the individual found to have committed the intentional violation; it cannot disqualify the entire household. Those disqualified on grounds involving the improper transfer of FS benefits are ineligible to participate in the FoodShare program for one year for the first violation, two years for the second violation, and permanently for the third violation. Although other family members cannot be disqualified, their monthly allotments will be reduced unless they agree to make restitution within 30 days of the date that the FS program mails a written demand letter. 7 C.F.R. § 273.16(b).

7 C.F.R. §273.16(e)(4) provides that the hearing shall proceed if the respondent cannot be located or fails to appear without good cause. The respondent did not appear or claim a good cause reason for not attending the hearing. Therefore, I must determine whether the respondent committed an IPV based solely on the evidence that the petitioner presented at hearing.

In order for the petitioner to establish that an FS recipient has committed an IPV, it has the burden to prove two separate elements by clear and convincing evidence. The recipient must have: 1) committed; and 2) intended to commit a program violation per 7 C.F.R. § 273.16(e)(6). In *Kuehn v. Kuehn*, 11 Wis.2d 15 (1959), the court held that:

Defined in terms of quantity of proof, reasonable certitude or reasonable certainty in ordinary civil cases may be attained by or be based on a mere or fair preponderance of the evidence. Such certainty need not necessarily exclude the probability that the contrary conclusion may be true. In fraud cases it has been stated the preponderance of the evidence should be clear and satisfactory to indicate or sustain a greater degree of certitude. Such degree of certitude has also been defined as being produced by clear, satisfactory, and convincing evidence. Such evidence, however, need not eliminate a reasonable doubt that the alternative or opposite conclusion may be true. ...

*Kuehn*, 11 Wis.2d at 26.

*Wisconsin Jury Instruction – Civil 205* is also instructive. It provides:

Clear, satisfactory and convincing evidence is evidence which when weighed against that opposed to it clearly has more convincing power. It is evidence which satisfies and convinces you that “yes” should be the answer because of its greater weight and clear convincing power. “Reasonable certainty” means that you are persuaded based upon a rational consideration of the evidence. Absolute certainty is not required, but a guess is not enough to meet the burden of proof. This burden of proof is known as the “middle burden.” The evidence required to meet this burden of proof must be more convincing than merely the greater weight of the credible evidence but may be less than beyond a reasonable doubt.

Further, the *McCormick* treatise states that “it has been persuasively suggested that [the clear and convincing evidence standard of proof] could be more simply and intelligibly translated to the jury if they were instructed that they must be persuaded that the truth of the contention is highly probable.” 2 *McCormick on Evidence* § 340 (John W. Strong gen. ed., 4<sup>th</sup> ed. 1992).

Thus, in order to find that an IPV was committed, the trier of fact must derive from the evidence a firm conviction as to the existence of each of the two elements even though there may be a reasonable doubt as to their existence.

In order to prove the second element, i.e., intention, there must be clear and convincing evidence that the FS recipient intended to commit the IPV. The question of intent is generally one to be determined by the trier of fact. *State v. Lossman*, 118 Wis.2d 526 (1984). There is a general rule that a person is presumed to know and intend the probable and natural consequences of his or her own voluntary words or acts. See, *John F. Jelke Co. v. Beck*, 208 Wis. 650 (1932); 31A C.J.S. Evidence §131. Intention is a subjective state of mind to be determined upon all the facts. *Lecus v. American Mut. Ins. Co. of Boston*, 81 Wis.2d 183 (1977). Thus, there must be clear and convincing evidence that the FS recipient knew that the act or omission was a violation of the FS Program but committed the violation anyway.

Based upon the record before me, I find that the petitioner has established by clear and convincing evidence that the respondent intentionally violated FS program rules, and that this violation was the first such violation committed by the respondent. The evidence presented at the hearing demonstrates that the respondent’s husband [REDACTED] reported his address as the respondent’s address to his employers, to the court and to financial institutions. He reported his address as the respondent’s address after she had reported to the agency that he no longer lived with her. [REDACTED] himself reported to an agency worker that he was living at the respondent’s address. Because the respondent inaccurately reported the household composition, income for the household was also inaccurate. Neither the respondent nor [REDACTED] appeared at the hearing in this matter to rebut the agency’s evidence. Therefore, based on the evidence, I conclude that the respondent intentionally committed a program violation when she reported that [REDACTED] was no longer part of her household in order to receive FS benefits. The petitioner correctly seeks to disqualify the respondent from the FS program for one year.

### **CONCLUSIONS OF LAW**

1. The respondent violated, and intended to violate, the FS program rule specifying that a recipient must report accurate household income and composition.
2. The violation specified in Conclusion of Law No. 1 is the first such violation committed by the respondent.

**NOW, THEREFORE,** it is

### **ORDERED**

That the petitioner’s determination is sustained, and that the petitioner may make a finding that the respondent committed a first IPV of the FoodShare program and disqualify the respondent from the program for one year, effective the first month following the date of receipt of this decision.

### **REQUEST FOR A REHEARING ON GROUNDS OF GOOD CAUSE FOR FAILURE TO APPEAR**

In instances where the good cause for failure to appear is based upon a showing of non-receipt of the hearing notice, the respondent has 30 days after the date of the written notice of the hearing decision to claim good cause for failure to appear. See 7 C.F.R. sec. 273.16(e)(4). Such a claim should be made in writing to the Division of Hearings and Appeals, P.O. Box 7875, Madison, WI 53707-7875.

## APPEAL TO COURT

You may also appeal this decision to Circuit Court in the county where you live. Appeals must be filed with the Court **and** served either personally or by certified mail on the Secretary of the Department of Health Services, 1 West Wilson Street, Room 651, Madison, WI 53703, **and** on those identified in this decision as “PARTIES IN INTEREST” **no more than 30 days after the date of this decision** or 30 days after a denial of a timely rehearing request (if you request one).

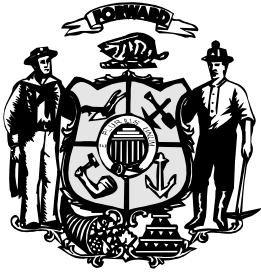
The process for Circuit Court Appeals may be found at Wis. Stat. §§ 227.52 and 227.53. A copy of the statutes may be found online or at your local library or courthouse.

Given under my hand at the City of Milwaukee,  
Wisconsin, this 31st day of August, 2016

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\sDebra Bursinger  
Administrative Law Judge  
Division of Hearings and Appeals

c: Office of the Inspector General - email  
Public Assistance Collection Unit - email  
Division of Health Care Access and Accountability - email  
[REDACTED] - email



## **State of Wisconsin\DIVISION OF HEARINGS AND APPEALS**

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The preceding decision was sent to the following parties on August 31, 2016.

Office of the Inspector General  
Public Assistance Collection Unit  
Division of Health Care Access and Accountability  
[REDACTED]@wisconsin.gov